

*Office Memorandum* APR 10 1947 1/04 : CHIEF OF STAFF TO THE GOVERNMENT

TO : Assistant Executive Director  
FROM : Assistant Director, Collection and Dissemination  
SUBJECT: Testimony at Merger Bill Hearings

DATE: 27 March 1947

1. Pursuant to your memorandum of 21 March requesting that statements be furnished in as much detail as possible to show the economies which may be expected from the operations of CIG, the individual statements of each Branch of OCD are submitted as Tabs A, B, C and D.
2. In general, the coordinative action of OCD is directed toward increased efficiency of intelligence flow, rather than toward the saving of money. It is clear that duplication and overlap are being eliminated by the operations of the Branches, and material economies in money and manpower should result therefrom. Details are pointed out in the enclosures.

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[Redacted]  
Captain, U. S. N.  
Assistant Director for  
Collection and Dissemination

## 4 Encls:

- Tab A - Req. Br. statement
- Tab B - Collec. Br. statement
- Tab C - Diss. Br. statement
- Tab D - Sec. Br. statement

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## ECONOMIES INHERENT IN CIG REQUIREMENTS PROCEDURE

1. Requirements Branch surveys all agencies to ascertain their requirements for intelligence and intelligence information. These requirements are formalized into Requirement Directives for the immediate action of the Collection Branch and subsequent action by the Dissemination Branch.
2. When two or more agencies have similar or identical requirements, the collection effort for one can be made to satisfy all others. The mechanics for accomplishing this economy are started in the Requirements Branch by checking all requests for duplication:
  - a. When a request is received which duplicates one already pending, the fact is revealed by the records and a duplicate collection effort is avoided; the only action necessary being additional dissemination of the requested information to the new recipient when the pending collection action is completed.
  - b. When collection and dissemination actions have already been completed, and a new request is received for identical or similar information, the fact is noted so that collection action can be handled in such a way as to take maximum advantage of results previously obtained.
3. In addition, action has been initiated to make surveys of dissemination of intelligence by Government agencies other than CIG. These surveys will disclose any important duplications in the publishing of intelligence, as well as duplications in the dissemination effort. Undesirable duplications will be eliminated and economies will naturally result. It is impossible at the present stage to estimate the actual savings in manpower and money.
4. A specific example of a pending action to consolidate the requirements of all agencies on one particular subject is the current project to coordinate the securing of Harbor Facilities Data. The requirements of all interested agencies will be ascertained and setup in outline form so that concerted collection actions may be executed, under CIG coordination. The responses thereto will be channelled to all the interested agencies. This will eliminate needless duplicate and un-coordinated efforts by numerous agencies to collect and disseminate identical information.

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SUBJECT: Economies Inherent in CIG Collection Procedures.

1. The Collection Branch of the Office of Collection and Dissemination, since its inception, has continually attempted to effect the maximum economy of effort in the collection of intelligence information related to the national security by:

- a. Determining if required foreign intelligence information is available in any governmental department or agency in Washington before initiating collection action in the field, and
- b. Eliminating wasteful duplication and undesirable overlap in the field collection of foreign intelligence information, thereby insuring the most efficient possible utilization of the various departmental collecting and reporting services in foreign areas.

2. With reference to paragraph 1.a. above, each collection request is immediately analyzed upon receipt in the Collection Branch with a view to determining if the required information may already exist in the files of appropriate governmental agencies or in private repositories, such as non-Federal libraries. No collection missions are assigned to field collecting services until the availability search has been completed. In many instances, a portion of a requirement for intelligence information can be satisfied by an exhaustive file search, the remainder of the requirement being directed to the field for accomplishment.

3. Collection Branch action cited in paragraph 1.b. above has been considerably facilitated through the publication of N.I.A. Directive No. 7, dated 2 January 1947, subject "Coordination of Collection Activities", which contains the basic national policies and objectives governing the field collection of intelligence information. This document assigns primary collection responsibilities in specific subject fields to each department represented on the I.A.B. Accordingly, the State Department was allocated the responsibility for field collection of foreign intelligence information relating to political, cultural and sociological matters, the War Department was given the responsibility for similar action relative to military matters and the Navy Department was assigned collection responsibility for naval intelligence. However, in the fields of scientific and economic intelligence information, each department collects appropriate data in accordance with its respective needs. The implementation of this directive by the Collection Branch is eliminating any confusion regarding collection responsibilities of departments in specific subject fields. In addition, by virtue of its scope, N.I.A. Directive No. 7 is affecting the assignment of collection missions by parent agencies in Washington to their overseas representatives, thus reducing duplication of collection action abroad.

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In order to more fully insure coordinated effort on the part of departmental field representatives, this directive also provides that the senior U.S. representative in each foreign area where the United States maintains a foreign service post shall be responsible for the coordination of all collection activities within his area. This provision, together with that which allocates broad categories of agency collection responsibility, should largely prevent unwarranted duplication or overlap in field collection action, since the senior U.S. representative will coordinate the accomplishment of collection missions by assigning them to the appropriate departmental field representative in his area. Among the implementing actions under this program for the coordination of collection, each area coordinator has been directed to establish a central intelligence file and to insure that there is free and unrestricted interchange of intelligence information among the agency representatives attached to him. Thus, the recognized secondary need of a member department for intelligence material usually prepared or obtained by other departments will be satisfied. A provision is also included to insure the full interdepartmental flow of intelligence material in Washington as well as in foreign areas.

With reference to the above statement that each agency collects scientific and economic intelligence information in accordance with its respective needs, when a collection requirement for intelligence information in these subject categories is received, coordinating conferences, attended by agency collection representatives, are held by the Collection Branch. These conferences result in decisions as to which department is assigned the primary collection responsibility for each element of the requirement.

4. The Collection Branch is also implementing the provisions of N.I.A. Directive No. 6, one of which established the Interdepartmental Committee on the Acquisition of Foreign Publications as a subordinate agency of the N.I.A. The Interdepartmental Committee is presently engaged in the coordination of the cooperative acquisition of foreign publications, and in establishing policies and procedures for the maintenance of comprehensive collections of library materials in appropriate locations, the rapid exchange and loan of such materials and the distribution of bibliographical information. This Committee is also engaged in formulating recommendations to make available to the Government, with minimum duplication, all foreign library materials necessary to the conduct of the public business and to the national security.

5. In view of the fact that the coordinating policies and procedures, established by the C.I.G.-sponsored directives discussed in the foregoing paragraphs, are still in the process of implementation by the member agencies of the I.A.B. and by C.I.G., it is not deemed possible to estimate resultant savings in money or manpower at this time. It is felt, however, that continued vigorous application of the enunciated principles governing the coordination of collection, under the staff supervision of the Collection Branch of this Office, will, in time, result in substantial savings to the Government.

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1. The primary functions of the Dissemination Branch to date have been to receive, sort out, and appropriately distribute within CIG all agency intelligence information, to disseminate CIG intelligence information and intelligence, and to review the disseminations already made by OSO and the departmental agencies, to insure the completeness of appropriate dissemination. The importance of the functions are apparent, but no monetary saving can be indicated.

2. A study is currently underway on the feasibility of establishing an interdepartmental reading panel in the CIG Reading Center, which if effective, should result in a saving of manpower and money to the agencies as well as improve the efficiency of interdepartmental dissemination. No estimate of savings can be made until final working arrangements are made with the agencies. The substance of the plan is as follows:

a. Heretofore, all NIA member agencies have necessarily assigned personnel to the task of determining dissemination of material to other agencies. One of the agencies has a well established reading center with interdepartmental representation, and another agency is now experimenting with a similar interdepartmental operation. If this trend should continue, all the principal agencies having intelligence functions related to the national security would feel the need to maintain an interdepartmental reading center. Obviously, this would be a wasteful and uneconomical development.

b. Procedures and plans being developed by the Dissemination Branch contemplate that CIG will maintain a central interdepartmental reading center, where representatives may meet and examine all material appropriate to their respective agencies. Through this reading center will flow all the U.S. Government's foreign intelligence related to the national security. Thus, instead of sending representatives simultaneously to several reading centers, each agency can send the minimum number of representatives to the central reading center and be sure of complete coverage. A material saving in officer personnel, courier and clerical staff should result. It is also hoped that operation of the central reading center will enable CIG more readily to detect unnecessary duplications of published intelligence, and otherwise coordinate to reduce needless waste of government reproduction facilities used for dissemination.

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ECONOMIES INHERENT IN CIG SECURITY POLICY PROCEDURES

1. In view of the uncertainty surrounding organizational plans for the Security Branch, OCD, it is not yet possible to analyze the economies that may result from its operations. With its present limited function and lack of personnel no instances have come to mind where the Security Branch has been positively able to eliminate duplication and overlap arising from similar function in other agencies. Any potentialities in this direction are contingent upon high policy decisions not yet reached.
2. It might be observed parenthetically that with the activation of an Office of Security as approved in the tentative Table of Organization, that Office might, under a unification system, be able to absorb functions now performed by Joint Security Control and possibly the advisory functions of the Security Advisory Board.
3. To the extent that unification measures would envisage the centralized coordination of security aspects of intelligence operations of the Army, Navy, Air and State Departments, increased efficiency would be expected and, ultimately, savings in personnel.

1 March 1948

The Honorable  
The Director of the  
Bureau of the Budget  
Bureau of the Budget  
Washington 25, D. C.

Dear Mr. Webb:

When I appeared before the House Committee on Armed Services on 24 February 1948, the Committee asked whether we had any need for further legislation, which I of course answered in the affirmative. They suggested, however, that it be forwarded to them at the earliest possible moment, preferably by 1 March. I told them that this would be impossible, but that it would be made available to them as soon as possible thereafter, in view of their statements that anything which arrived after 15 March would in all probability receive no consideration from this Congress.

I have already discussed this proposed legislation personally with Mr. Schaub and Mr. Miller, and have left with them the requisite number of copies for processing within the Bureau. I am enclosing, however, detailed section by section justification for this legislation.

Sincerely yours,

Encl: Justification of  
Legislative Provisions  
for CIA

WLPforzheimer:blc  
Signer's Chrono  
Central Records  
Return to Pforzheimer  
Stayback

R.H. Henkett  
Rear Admiral, USN  
Director of Central Intelligence